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HOUSING ELEMENT

• ON PROVIDING DECENT HOUSING AND NEIGHBORHOODS...



UNIT **5**
OF THE
CARSON GENERAL PLAN



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CITY OF CARSON
CALIFORNIA

HOUSING ELEMENT
OF THE
GENERAL PLAN

Prepared by the
COMMUNITY DEVELOPMENT DEPARTMENT
PLANNING DIVISION
and
REDEVELOPMENT DIVISION

Revised
December 11, 1981

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Planning Commission

and

City Council Actions

The Planning Commission, at their October 27, 1981 meeting recommended certain amendments to the General Plan (Phase II) as set forth in Resolution Nos. 81-596 through 81-613.

The City Council at their December 11, 1981 meeting adopted Resolution No. 81-253 which amended the General Plan as outlined in these documents.

INTRODUCTION

On providing decent housing and neighborhoods...

The Housing Element is one of nine mandated elements that together form a city's General Plan. The role of the Housing Element is to define the housing needs of all economic segments within a community and to present policies and programs to address those needs. The implementation of the Housing Element is dependent upon its consistency with other General Plan Elements, particularly the Land Use, Noise, Circulation and Open Space Elements, which, when combined, determine the suitability for certain lands for housing.

This Housing Element was developed to meet the requirements of the California Government Code (Sec. 65580 et seq.) for Housing Element content. State law requires cities to conform to these provisions by October 1, 1981.

The City's previous Housing Element was a portion of the original General Plan document. It was approved by the City Council on December 6, 1971, with the adoption of Resolution No. 71-181. This present document is intended to supercede and replace that portion of the original General Plan in all aspects.

BACKGROUND

Work on the Element began in fall of 1979 as part of a comprehensive revision and update of the City's General Plan. Early in the planning process, workshops were held with the Citywide Advisory Committee, the Planning Commission, and the City Council. Members were provided with preliminary drafts of the Element's policies and programs, which were discussed at workshop sessions.

Additional workshops and public hearings were held during the adoption proceedings for the revised Draft Element.

CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

This Housing Element is part of a two-year program for a comprehensive review and revision of the City's General Plan. This comprehensive approach recognizes that housing policies and programs must consider economic and environmental factors

and overall community goals contained in the General Plan. The Land Use, Noise, Circulation and Open Space Elements in particular determine location and densities for residential development.

ORGANIZATION

The following Housing Element considers five major policy areas which establish the broad overview within which specific housing issues are addressed. In each policy section, housing needs and problems are identified and discussed. For each specific issue, an objective is established which directly relates to the identified issue. Then, for each objective, specific programs which contribute to meeting the objective are outlined. It is the programs which transform the policies and objectives into meaningful actions that directly seek to meet the state and national goals of "a decent home in a suitable living environment for all."

The Element includes a summary compilation of all the programs to show timing and strategy groups which illustrate the comprehensive approach the City of Carson is taking to serve its citizens' housing needs.

The appendix contains background information which includes a Population and Housing Profile, and analysis of resources and constraints which affect the City's ability to address housing needs.

I. HOUSING SUPPLY

Housing Supply Needs

The number of housing units needed over a five-year planning period depends upon anticipated changes in population, household size, desired vacancy rates, and employment growth. Current population trends indicate a small increase between 1980 and 1985 to 82,500 persons. Household size is projected to decrease slightly from the 1975 Census of 3.6 to a 1985 estimate of 3.50. This results in 23,486 households projected for 1985. (See Population and Housing Profile, Appendix, pages A-1 to A-6.)

To obtain a minimal 3 percent vacancy rate, 24,190 housing units will be needed by 1985 to house the 23,486 households. Although a 5 percent vacancy rate is considered desirable for mobility and housing opportunities, it is not considered realistic for the near-term given the long-standing imbalance of supply and demand. Also, the predominant single-family, owner-occupied housing stock tends to result in a low overall vacancy rate, even where vacancy rates for multi-family and rental units exceed 4 and 5 percent. (See Population and Housing Profile, page A-5.)

The need for housing can be met through maintaining and rehabilitating existing units and constructing new units. The 1980 Census counted 23,259 total housing units. Based on building permit records to June 1981, there will be a total 23,688 units existing within the next six months to one year. This includes allowances for demolition permits and mobilehome park closures to date. The need for new housing construction to 1985 is therefore a minimum of 502 units, to bring the total to 24,190. Additional units will also be needed to replace additional demolitions and, of particular importance, mobilehome park closures. Demolitions and fire losses in the recent past have averaged about 10 to 20 units per year. (The Redevelopment Agency has been involved in residential demolitions although no future actions are anticipated.) More substantial losses have resulted from mobilehome park closures: 260± units have been lost since 1978. Based on available information, there may be a loss of up to 280 spaces in the next few years.

Table I. Source of 1985 Housing Units

Source of Units	No. of Units
Existing Housing	
Maintain Sound Stock	21,388
Rehabilitate Unsound Units	2,300
New Construction	
To Replace Mobilehome and Other Losses	300
To Accommodate Population and Employment Growth	500
Total Units Needed, 1985:	24,190

Supply must also be considered in terms of housing type. A major perception about housing is that the most desirable type of unit is a freestanding, single-family house. While this may be true for a majority of the population, there is, nonetheless, a large segment of the population that, for numerous reasons, desires other types of accommodation.

These people include single persons, newly formed households, newly arrived residents, "empty nesters," and elderly persons. While the specific reasons for not wishing to own and occupy a single-family house will vary widely, the common denominator is that a variety of housing types is required.

As indicated in the Population and Housing Profile, Tables 8 and 9, pages A-9 and A-10, the housing stock in Carson is predominately single-family and owner-occupied. However, since 1970, there has been increased development of multi-family units and mobile-home parks. As noted, multi-family units have been almost entirely ownership units (i.e., condominiums).

Condominiums provide an alternative for home ownership at generally lower costs than new single-family detached homes. Condominiums often are the only multi-family units built in times of escalating land and construction costs and particularly in areas that are subject to rent control. In Carson, there are over 900 existing condominiums completed or under construction, and 585 with tentative map approval. Another 400 existing condominium units, which have been rentals since their approval, are being rehabilitated and sold as condominiums.

While new condominiums do present opportunities for new home ownership, conversion of existing multi-family units to condominiums results in a direct decrease of the available housing

stock for renters. These conversions are often of the moderate-to-middle income rental units. This can result in displacement or relocation of current residents. While the City has not experienced any condominium conversions, the practice has been widespread in the larger market area, and the potential in Carson is ever present. The existing City ordinance governing condominium conversions contains requirements that would prohibit most conversions. However, provision is made for variances from these standards.

Mobilehomes account for about 2,800 housing units (12 percent of the City's stock). All are in mobilehome parks requiring space rental. About 2,100 spaces are in parks built since 1960, but there are also a number of older "trailer parks." Since 1975, over 260 spaces have been removed due to recycling of mobilehome park sites to other uses. Additional conversions are probable, particularly for the older, nonconforming parks in commercial and industrial zones. Potential closures are further complicated by the City's mobilehome rental review procedures, nonconforming zoning status, and state law regarding tenant notice and displacement impact reports.

A special type of housing that is needed is units for the handicapped. While it is estimated that the number of units that are required is not large (no detailed data, however, are available), physically handicapped persons often have no housing choice because normally constructed units often contain physical barriers which prevent their use by disabled persons.

- I. POLICY: To seek to provide an adequate supply of all types of housing.

I. OBJECTIVES AND PROGRAMS:

The following objectives and programs seek a variety of types and tenure for new housing production:

Objective 1

The City shall actively promote the construction of new multi-family rental units consistent with adequacy of supporting facilities, good design, planning standards and availability of local resources.

A) Development Potential Inventory

- Specific Objective: Determine development potential for multi-family rental housing.
- Specific Actions: Maintain inventory of all existing vacant or under-utilized land zoned for multiple-family residential, assess potential for multi-family rental development, update ownership and assessment information, research local market conditions.
- Financing: Existing staff.
- Responsibility: Community Development Department.
- Timing: Ongoing annual. Expand to include market data.

B) Multi-family Marketing Program (Rental)

- Specific Objective: Disseminate information on development potential to stimulate market-rate multi-family rental housing.
- Specific Actions: Update fact sheets on parcels most suitable for development; list known reputable multi-family developers; distribute material and follow-up contacts.
- Financing: Existing staff.
- Responsibility: Community Development Department.
- Timing: Update existing land inventory, January, 1982; distribute packets, April, 1982; annually thereafter.

Objective 2

Proposed condominium conversions shall be evaluated on the basis of meeting the objectives of the condominium ordinance as well as seeking to avoid the reduction of the supply of low- or moderate-income rental housing.

A) Existing Condominium Ordinance

- Specific Objective: Determine that the existing condominium conversion regulations adequately provide for consideration of housing impacts.
- Specific Actions: Maintain and confirm the present condominium ordinance as allowing for consideration of socio-economic and physical suitability factors as part of the conditional use permit process.
- Financing: Existing staff.
- Responsibility: Community Development Department.
- Timing: Policy decision concurrent with General Plan Housing Element consideration; existing program.

Objective 3

The City shall promote the inclusion of housing units for the physically handicapped in all new construction.

A) Handicapped Housing Program

- Specific Objective: Determine the type and level of handicapped needs and provide financial incentives to new development to meet those needs. Seek to provide for three percent of the needs which shall include 15 units of assisted handicapped housing.
- Specific Actions: Determine handicap standards and cost to implement; establish fund to assist inclusion of handicapped standards in new construction; investigate conversions of existing units.
- Financing: Existing staff; \$10,000 per year incentive fund; research state/federal sources or amend Redevelopment Agency/HCD Block Grant budget(s) depending on availability.
- Responsibility: Community Development Department.
- Timing: Program development complete spring 1982; begin implementation according to funding availability.

Objective 4

Provide opportunity for mobilehome ownership housing.

A) Implement SB 1960 (Mobilehomes/Single-family Lots)

- Specific Objective: Permit mobilehomes built under 1974 HUD standards on lots zoned for single-family dwellings, consistent with state law and neighborhood quality objectives.
- Specific Actions: Amend Zoning Ordinance to permit mobilehomes on individual lots in residential zones, subject to administrative review of exterior materials for consistency with surrounding area.
- Financing: Existing staff.
- Responsibility: Community Development Department.
- Timing: Completed.

II. HOUSING AFFORDABILITY

Affordability Needs

In normal times, there is always a portion of the general population that cannot afford market-rate housing, either rental or sale, or must overpay in order to be adequately housed. In inflationary times, an even larger segment of the population is excluded or must pay significantly more than 25 percent of their household income.

While some households can choose to pay more than 25 percent of their income for housing and still afford other necessities, many cannot. Most low-income households must spend a high proportion of their income for housing and forego adequate food, health care, clothing or other necessary expenditures. The use of 25 percent of household income for housing has been a long-time standard to determine overpaying. In recent years, because of escalating costs, paying 30 percent to 33 percent of household income has become more of a norm. However, the 25 percent standard will continue to be used in that it is still a widely accepted guide by the private money market and provides a basis for comparison.

The City's Housing Assistance Plan indicates that 16 percent of the City's low- and moderate-income households cannot afford adequate housing at available rates based on the 25 percent criteria.

Table II. Lower Income Households Overpaying

	Elderly	Handi- capped	Small Family	Large Family	Total Over- Paying	Total Households
Owner	242	93	453	529	1,317	14,608
Renter	242	163	1,307	577	2,289	7,525
Total	484	256	1,760	1,106	3,606(16%)	22,133

SOURCE: City of Carson Community Development Department Housing Assistance Plan - 1979 to 1982, Table II.

The table shows that approximately 9 percent of the owner households and 30 percent of the renter households are in need. These figures should not be interpreted to indicate that owner-occupants are not severely impacted by escalating prices. In

Table III. 1979-1982 HAP Housing Assistance Needs

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM HOUSING ASSISTANCE PLAN					1. NAME OF APPLICANT City of Carson		2. APPLICATION/GRANT NUMBER B - 7 9 - M C - 0 6 - 0 5 1 4					
TABLE II.1 - HOUSING ASSISTANCE NEEDS OF LOWER-INCOME HOUSEHOLDS					5. DATE OF SURVEY(S) USED 1975 Spec. State Census 1977 SCAG RHAM		KEYPUNCH CODE					
3. PERIOD OF APPLICABILITY FROM: 7/1/79 TO: 6/30/82					4. <input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> REVISION, DATE _____ <input type="checkbox"/> AMENDMENT, DATE _____							
STATUS OF HOUSEHOLDS REQUIRING ASSISTANCE	ALL HOUSEHOLDS				ALL MINORITY HOUSEHOLDS				ALL FEMALE-HEADED HOUSEHOLDS			
	TOTAL	ELDERLY (1-2 persons) and HANDI- CAPPED	SMALL FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)	TOTAL	ELDERLY (1-2 persons) and HANDI- CAPPED	SMALL FAMILY (4 or more persons)	LARGE FAMILY (5 or more persons)	TOTAL	ELDERLY (1-2 persons) and HANDI- CAPPED	SMALL FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)
(a)	(b-1)	(b-2)	(b-3)	(b-4)	(c-1)	(c-2)	(c-3)	(c-4)	(d-1)	(d-2)	(d-3)	(d-4)
1 A. Total Owner Households (sum of lines 2 and 3)	1326	335(93)	459	532	266	37(19)	6	223	485	129(34)	317	39
2 Owner Households to be Displaced during the three year program	9	0	6	3	6	1	3	2	4	0	2	2
3 Owner Households (excluding displacees)	1317	335(93)	453	529	260	36(19)	3	221	481	129(34)	315	37
4 Percentage of Total by Household Type	100%	25%	35%	40%								
5 B. Total Renter Households (sum of lines 6, 7 and 8)	3961	495(188)	2287	1179	692	76(48)	217	399	1128	228(80)	843	57
6 Renter Households to be Displaced during the three year program	5	0	3	2	4	0	3	1	2	0	2	0
7 Renter Households (excluding displacees)	2289	405(163)	1307	577	688	76(48)	214	398	1126	228(80)	841	57
8 Households Expected to Reside	1667	90(25)	977	600	0							
9 Percentage of Total by Household Type	100%	12%	58%	30%								

NARRATIVE (Attach additional sheets, if necessary)

1. Data sources and methods. Taken from 1975 Special State Census & Dept. of Soc. Serv. Computerized Case-load Analysis
2. Special housing needs of lower-income households. Derived from 1977 issues of RHAM by SCAG.

Page 1 of 2 Pages

HUD-7092 (6-78)

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM HOUSING ASSISTANCE PLAN						1. NAME OF APPLICANT CITY OF CARSON		2. APPLICATION/GRANT NUMBER B - 79 - MC - 06 - 0514		5. DATE OF SURVEY(S) USED 1975 Spec. State Cens. 1976 DDSS Computerized Case Loan Analysis		KEYPUNCH CODE					
TABLE 11.2 - HOUSING ASSISTANCE NEEDS OF LOWER-INCOME HOUSEHOLDS						4.											
3. PERIOD OF APPLICABILITY FROM: 7/1/79 TO: 6/30/82						<input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> REVISION, DATE <input type="checkbox"/> AMENDMENT, DATE											
STATUS OF MINORITY HOUSEHOLDS REQUIRING ASSISTANCE						PROVIDE DATA FOR EACH CATEGORY OF MINORITY HOUSEHOLD, AS APPROPRIATE											
						(Check appropriate box) 1. Reserved 2. <input type="checkbox"/> Black, not Hispanic 3. <input type="checkbox"/> American Indian or Alaskan Native 4. <input checked="" type="checkbox"/> Hispanic 5. <input type="checkbox"/> Asian or Pacific Islander				(Check appropriate box) 1. Reserved 2. <input checked="" type="checkbox"/> Black, not Hispanic 3. <input type="checkbox"/> American Indian or Alaskan Native 4. <input type="checkbox"/> Hispanic 5. <input type="checkbox"/> Asian or Pacific Islander				(Check appropriate box) 1. Reserved 2. <input type="checkbox"/> Black, not Hispanic 3. <input checked="" type="checkbox"/> American Indian or Alaskan Native 4. <input type="checkbox"/> Hispanic 5. <input checked="" type="checkbox"/> Asian or Pacific Islander			
						TOTAL	ELDERLY (1-2 persons) and HANDI-CAPPED	SMALL FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)	TOTAL	ELDERLY (1-2 persons) and HANDI-CAPPED	SMALL FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)	TOTAL	ELDERLY (1-2 persons) and HANDI-CAPPED	SMALL FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)
(e)						(f-1)	(f-2)	(f-3)	(f-4)	(g-1)	(g-2)	(g-3)	(g-4)	(h-1)	(h-2)	(h-3)	(h-4)
1	A. Total Owner Households (sum of lines 2 and 3)					229	29(16)	5	195	37	8(3)	1	28				
2	Owner Households to be Displaced during the three year program					6	1	3	2	0	0	0	0				
3	Owner Households (excluding displacees) Needs					223	28(16)	- 2	193	37	8(3)	1	28				
4	B. Total Renter Households (sum of lines 5 and 6)					599	61(42)	200	338	93	15(6)	17	61				
5	Renter Households to be Displaced during the three year program					4	0	3	1	0	0	0	0				
6	Renter Households (excluding displacees) Needs					595	61(42)	197	337	93	15(6)	17	61				
REMARKS Data insufficient to complete Indian, Oriental and other minority group status.																	

fact, many middle income homeowners could not afford to purchase their existing house today. What has occurred is that newly formed households that do not have equity in existing real property are precluded from the opportunity for home ownership.

The impact of this has been to tighten the rental market which, in turn, has resulted in increased rents for existing units. Significant factors which have contributed to higher rents in new multi-family units are increased costs of developable land and higher mortgage interest rates. These factors alone have made many potential developments either marginally feasible or totally infeasible. However, when coupled with the potential for some form of rent control, the result has been almost a complete halt of rental construction, particularly at the lower end of the market.

Mobilehomes have long provided an alternative type of affordable housing, particularly for retired or elderly persons. While there are some drawbacks, such as shortened life, limited resale market or value, and monthly "pad" rents, the monthly expenditure for a mobilehome is significantly less than for a conventional unit of comparable size and quality. (See Table 10, Population and Housing Profile Appendix.)

An emerging issue in the City of Carson is that in certain non-conforming mobilehome parks nearing the expiration date, the land owners are looking to convert the land to a more intense use. Should conversion take place, persons in older units which may not be able to be relocated or accepted into newer parks, will be forced into a hardship situation. Coupled with this is the recently enacted rent control ordinance on mobilehome pad rental rates. These two items could result in a total curtailment of construction of new mobilehome parks along with accelerated conversion of existing parks.

The City is currently investigating utilization of existing vacant lots in established neighborhoods for relocated houses, mobilehomes or factory-built housing units. Such activity would not only add to the supply of housing, but would also contribute to the strength of the neighborhood, provided it is compatible with existing development.

A hidden cost of housing is the cost due to government controls. While building codes and zoning standards are necessary to protect the public health and safety, care must be taken that these standards are not excessive and do not add an unwarranted increment to the cost of housing. In addition to the codes themselves,

the process by which they are administered must be properly designed to avoid delays and uncertainty. (See Government Constraints for discussion of specific City of Carson requirements, in the Appendix, pages A-15 to A-18.)

An additional complication with respect to the City meeting its overall housing needs is the SCAG Area Housing Opportunity Plan and "Fair Share Allocation."

	<u>Resident Housing Needs</u>	<u>Fair Share Adjustment</u>	<u>Total Needs</u>
City of Carson	3,606	1,667	5,273

SOURCE: SCAG Draft Regional Housing Element - April 1979.

The fair share allocation distributes responsibility for housing low- and moderate-income families throughout the region in accordance with adopted goals for deconcentration and proximity to employment.

The fair share population could be interpreted to include low- and moderate-income persons who already work in Carson, potential employees, children of current residents seeking to start a new household, or other persons who would chose to live in the City if affordable housing were readily available. The concept does not specifically assign low- and moderate-income households from one city to another; however, it does seek to distribute opportunities for these households throughout the region. Therefore, if a city already had a relatively high proportion of low- and moderate-income households, its fair share would be a small percentage of total population, or zero. While the fair share method does not specify particular programs for meeting the identified need, it represents new households who would either replace residents vacating an existing dwelling, or be accommodated in new construction.

SCAG's Areawide Housing Opportunities Plan establishes a goal of meeting three percent of the fair share need each year. This equals 50 households per year, or 250 over a five-year period, for the City of Carson.

The fair share allocation for various income levels, from the 1975 Regional Housing Allocation Model, is given on page 14. Although SCAG has updated the data periodically, the basic methodology for determining fair share is unchanged. (Additional discussion and comparison with other South Bay-Long Beach area cities is contained in Appendix C.)

Table IV. SCAG Housing Needs Analysis, 1975 RHAM

1975 Demand

HOUSING NEEDS ANALYSIS

INCOME CATEGORIES		0-\$3000	\$3000-\$7000	\$7000-\$12000	\$12000-\$16000	\$16000-\$22000	\$22000-\$36000	\$36000 and up	TOTAL
TOTAL HOUSEHOLDS		776	1,573	2,477	3,842	7,246	4,567	148	20,629
Large Families		146	305	805	1,402	2,906	1,809	56	7,429
Elderly		175	335	137	89	89	77	14	486
HOUSE VALUES & RENTS		0-\$5000	\$5000-\$14000	\$14000-\$20000	\$20000-\$27000	\$27000-\$37000	\$37000-\$60000	\$60000 and up	TOTAL
TOTAL HOUSEHOLDS		776	1,573	2,477	3,842	7,246	4,567	148	20,629
VACANCY ALLOWANCE		0	0	124	192	362	228	7	913
TOTAL HOUSING DEMAND		776	1,573	2,601	4,034	7,608	4,795	155	21,542

Supply

EXISTING UNITS	45	1,081	4,016	5,204	6,658	4,103	483	21,590
NEEDING REPLACEMENT	19	67	20	0	0	0	0	106
SOUND or REHABABLE UNITS	26	1,014	3,996	5,204	6,658	4,103	483	21,484

Need

EXISTING NEED (Demand - Supply)	750	559	-1,395	-1,170	950	692	-328	58
FAIR SHARE ALLOCATION	443	708	433	77	-1,105	-690	134	
1975 ADJUSTED NEED	1,193	1,267	-962	-1,093	-155	2	-194	58

SUITABLE FOR REHAB.

	26	268	232	0	0	0	0	526
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1975-1980 Projected Additional Need

1980 HOUSING DEMAND	810	1,642	2,715	4,211	7,945	5,006	162	22,491
1975 SUPPLY	26	1,014	3,996	5,204	6,658	4,103	483	21,484
1975-'80 NEED	784	628	-1,281	-993	1,287	903	-321	1,007
1975-'80 ADJUSTED NEED	1,247	1,367	-829	-913	133	183	-180	1,007

1975 SUPPLY

RSA 19
Carson

HOUSE VALUES & RENTS		0-\$5000 0-75	\$5000-\$14000 75-\$165	\$14000-\$20000 165-\$230	\$20000-\$27000 230-\$280	\$27000-\$37000 280-\$365	\$37000-\$60000 365-\$500	\$60000 and up 500 and up	TOTAL
EXISTING UNITS		45	1,081	4,016	5,204	6,658	4,103	483	21,590
Ownership		0	270	1,606	3,300	6,153	3,942	434	15,705
Rental		45	811	2,410	1,904	505	161	49	5,885
NEEDING REPLACEMENT		19	67	20	0	0	0	0	106
Ownership		0	38	6	0	0	0	0	44
Rental		19	29	14	0	0	0	0	62
SOUND or REHABABLE UNITS		26	1,014	3,996	5,204	6,658	4,103	483	21,484
Ownership		0	232	1,600	3,300	6,153	3,942	434	15,661
Rental		26	782	2,396	1,904	505	161	49	5,823
SUITABLE FOR REHAB		26	268	232	0	0	0	0	526
Ownership		0	27	163	0	0	0	0	190
Rental		26	241	69	0	0	0	0	336

14

Source:

Revised Regional Housing
Allocation Model, 1975
Southern California Association
of Governments

Local Share of Regional Need (Fair Share)

Under state Housing Element requirements, the Southern California Association of Governments (SCAG) is responsible for determining each locality's share of regional housing needs. Previously, SCAG had determined a fair share allocation of housing needs among the region's cities. Carson was determined to have a fair share need allocation of 1,667 low- and moderate-income households, in addition to 3,606 resident households estimated to need housing assistance.

SCAG's fair share allocation method is based upon a city's divergence from the regional average income distribution, as modified by factors for nearness to employment, per capita sales tax, and per capita assessed value. An adjustment was also made for expected growth. Since SCAG's data (1970 Census updated to 1975) showed Carson had a higher-than-average income distribution, the City was assigned additional low- and moderate-income housing assistance need.

As of June, 1981, SCAG and the State Department of Housing and Community Development have not determined the appropriate local shares of regional need required by the Housing Element law (AB 2853). The City of Carson will have an opportunity to revise its share of regional housing need based upon available data, accepted planning methodology and adequate documentation, which must be included in the Housing Element.

The Housing Element law requires the distribution of regional needs to consider "market demand for housing, employment opportunities, availability of suitable sites and public facilities, community patterns, type and tenure of housing need, and the housing needs of farmworkers. The distribution should seek to avoid further impaction of localities with relatively high proportions of lower income households."

Currently, the City has a unique and diverse mix of persons with different racial and ethnic backgrounds over a wide range of household incomes. The disruption of this delicate balance could result in major re-segregation of the City's neighborhoods.

Carson's current Housing Assistance Plan (1979 to 1982) includes the fair share or "expected to reside" allocation of 1,667 lower income households.

The 1975 Special Census includes income data which suggests that SCAG's estimated income distribution for Carson was too high. If so, the fair share allocation of 1,667 households is also too high.

This Housing Element proposes to include the 1,667 fair share estimate as an interim figure only. SCAG's revised share and 1980 Census data on incomes should both be available by fall, 1982. This Housing Element reserves the option to review revised fair share allocations, pursuant to 65584 (c) of the Government Code, and amend the Element if necessary.

II. POLICY: To seek to ensure an adequate supply of affordable housing.

II. OBJECTIVES AND PROGRAMS:

While a local jurisdiction can only minimally affect the factors which increase the cost of housing, certain steps can be taken to meet the policy of affordable housing. Objectives and programs in support of this policy are:

Objective 1

Promote utilization of federally-assisted housing programs.

A) Home Ownership Development Incentive Program

- Specific Objective: Provide assistance and incentives for construction of Section 235 assisted home ownership housing of 10 units per year, if program is available, based on 3 percent of need.
- Specific Actions: Identify scattered sites for in-fill housing; prepare preliminary feasible development packages; contact property owners to determine interest in participation or sale, assist ultimate developer in final package preparation.
- Financing: Existing staff; incentive package of \$10,000 per unit (\$100,000)-source federal or state program similar to Section 235 mortgage subsidy, not presently available.
- Responsibility: Community Development Department.
- Timing: Dependent on program availability.

Objective 2

Continue the use of state supported or state authorized financing programs for construction of low- and moderate-income housing.

A) Mortgage Finance Program (Local Administration)

- Specific Objective: Where possible, continue utilization of state authorized local mortgage finance programs.
- Specific Actions: Update research and monitor legislation; identify potential sites and finance packages.
- Financing: Existing staff.
- Responsibility: Community Development Department.
- Timing: Ongoing.

Objective 3

Ensure existing codes, standards and development processes are reasonable in order to protect health and safety, and do not unduly contribute to the increased cost of housing.

A) City Code and Procedure Review

- Specific Objective: Examine existing code framework and approval processes with the view to determine (a) the nature and extent of locally imposed requirements which exceed generally accepted practices of like cities and whether such requirements impose unnecessary or undue economic hardship, and (b) whether the approval process needs to be streamlined to build certainty and early decisions into the process.
- Specific Actions: Review locally imposed requirements, evaluate fiscal impacts; modify where appropriate to minimize impact; review approval process and streamline as appropriate; coordinate activities with private developers.
- Financing: Existing staff.
- Responsibility: Community Development Department.
- Timing: Ongoing.

Objective 4

Promote alternate housing strategies which result in the construction of affordable housing.

A) House Relocation Program

- Specific Objective: Utilize the potential resource of existing houses that are to be relocated.
- Specific Actions: Maintain existing standards and criteria for houses that are to be relocated; on-going update of potential infill sites in existing established neighborhoods; solicit developer interest. Total goal of 15 units in five years.
- Financing: Existing staff.
- Responsibility: Community Development Department.
- Timing: Ongoing.

B) Factory-built Marketing

- Specific Objective: Determine feasibility and appropriateness of encouraging factory-built housing for a potential of 10 to 15 units in a five-year period.
- Specific Actions: Update potential infill sites, either scatter or consolidated; identify major suppliers of factory-built housing; solicit developer interest.
- Financing: Existing staff.
- Responsibility: Community Development Department.
- Timing: Ongoing.

C) Development Agreement/Incentives (AB 1151)

- Specific Objective: To implement AB 1151, which requires incentives to developers agreeing to provide 25 percent of housing units for low- and moderate-income families.
- Specific Actions: Develop guidelines for implementation; market program; implement development agreements with interested developers.
- Financing: Existing staff; possible Agency or HCD Block Grant funds for incentives.
- Responsibility: Community Development Department.
- Timing: Mid-1982.

D) Cooperatively-Owned Mobilehome Parks

- Specific Objective and Action: To encourage and help promote the development of cooperatively-owned mobilehome parks.
- Financing: No funds available.
- Timing: Dependent on financing.

Objective 5

Provide protection and/or assistance to occupants of mobilehome parks faced with displacement.

A) Relocation Impact Analysis (Mobilehome parks)

- Specific Objectives: Minimize impacts of mobile-home park conversions per implementation of AB 2234/SB1722.
- Specific Actions: Develop guidelines for displacement impact analysis by property owner prior to consideration of conversion to other uses.
- Financing: Existing staff.
- Responsibility: Community Development Department.
- Timing: Underway.

B) Nonconforming Mobilehome Parks Policy

- Specific Objective: Maintain existing mobilehome parks and supply of affordable housing to maximum extent consistent with other City policies and priorities.
- Specific Actions: Prepare policy report to Planning Commission and City Council; revise ordinances and procedures as necessary.
- Financing: Existing staff.
- Responsibility: Community Development Department.
- Timing: Underway.

Objective 6

The City shall ensure that "fair share" allocations are consistent with goals of shared responsibility among all cities and avoiding impaction of areas which already house high proportions of lower income families.

A) Fair Share Housing Allocation Review

- Specific Objective: Review and amend, as needed, local fair share allocations in coordination with SCAG and the State Department of Housing and Community Development.
- Specific Actions: In conjunction with appropriate agencies, determine data requirements and revise in accordance with Housing Element law and per 1980 Census findings.
- Financing: Existing staff.
- Responsibility: Community Development Department, Southern California Association of Governments, State Housing and Community Development Department.
- Timing: Review local share for Housing Element purposes within 90 days of release by SCAG (scheduled late 1981). Review in comparison to 1980 Census as released (late 1981 to mid-1982).

III. HOUSING QUALITY

Housing Quality Needs

At any given time, the existing housing stock, both sound and suitable for rehabilitation, is a community's most important asset. While this may seem obvious, the implications of "no action" to maintain the housing stock are often not recognized. The condition of housing in a community is a prime indicator of the health of a city and its neighborhoods. Where there is seriously deteriorated housing, there are other serious social problems, such as high unemployment, high crime rates and juvenile delinquency.

Rehabilitation and, particularly, maintenance activities are often slighted in favor of more visible programs, such as new construction. However, new construction provides only a small increment of the housing stock while preservation, by its very nature, must deal with the total housing inventory.

Maintenance and preservation of the existing housing have three distinct components. These are:

- 1) New construction standards.
- 2) Rehabilitation of the deteriorating housing stock.
- 3) Maintenance of the existing sound stock.

New construction standards are not an issue in Carson as the City currently uses the most recent editions of the Uniform Building Code. However, rehabilitation standards are often subject to interpretation and when interpreted stringently, substantial rehabilitation can become infeasible.

With respect to the existing housing stock, the following situation exists in Carson, according to the three-year HAP:

	Owner Total	Owner Suitable for Rehab.	Renter Total	Renter Suitable for Rehab.	All Units Total	All Units Suitable for Rehab.
Number of Units	14,912	1,405 9.4%	7,682	956 12.4%	22,594	2,361 19.4%

SOURCE: City of Carson Community Development Department
Housing Assistance Plan - 1979 to 1982.

The City's Housing Assistance Plan (1979 to 1982) indicates 2,246 units occupied by lower income households are in need of rehabilitation. A 1980 survey of exterior conditions found 1,326 units having minor deficiencies, 549 with major deficiencies, and 45 substandard units (1,920 units, of 20,714 surveyed).

Approximately 4,000 housing units (17 percent) were over 30 years old by 1979. However, by 1990, another 6,000 units will have reached the 30-year mark.

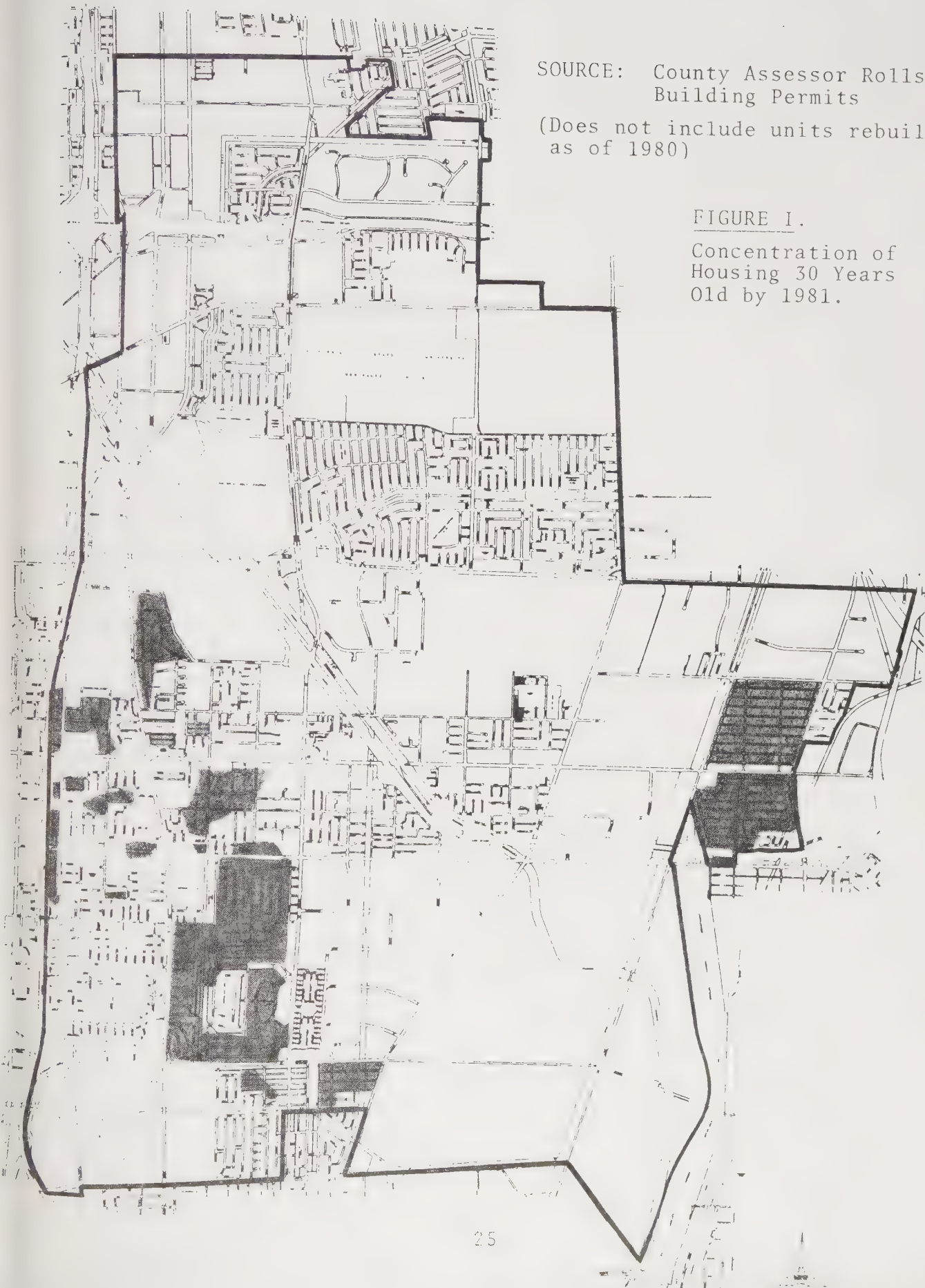
Concentrations of housing over 30 years old are shown on pages 25 and 26.



SOURCE: County Assessor Rolls,
Building Permits
(Does not include units rebuilt
as of 1980)

FIGURE I.

Concentration of
Housing 30 Years
Old by 1981.



SOURCE: County Assessor Rolls
Building Permits

(Does not include units re-
built as of 1980)

FIGURE II.

Concentration of
Housing 30 Years
Old by 1985.

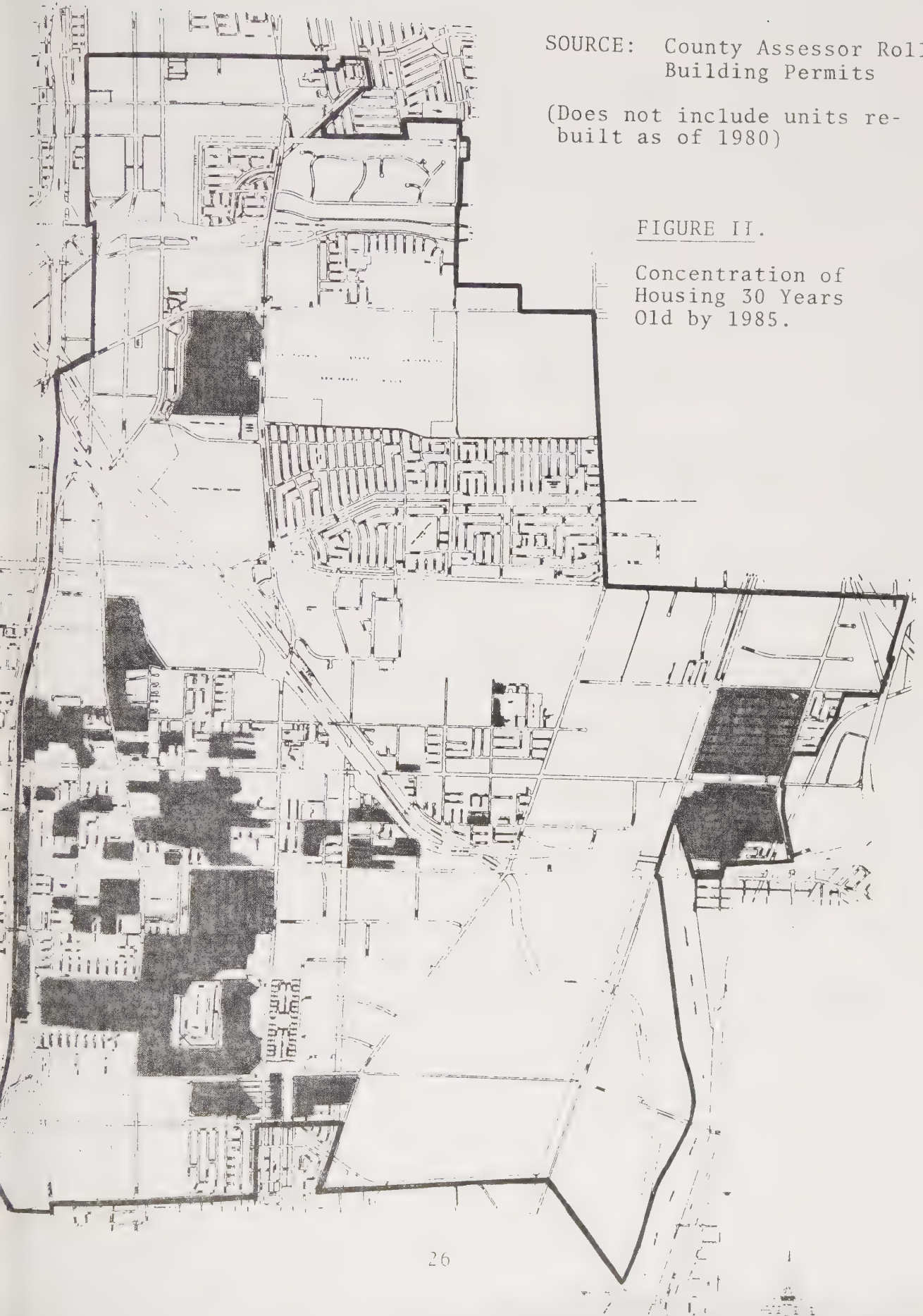


TABLE V. Housing Stock Age

Year Built	Number of Units	Percent, 1970 Total
1939 or prior	1,007	4.9
1940-1949	3,080	15.1
1950-1959	6,011	29.4
1960-1970	10,315	50.5
Total 1970	20,413	100.0%
Net units added, 1970 to 1980: 2,846		

SOURCE: 1970 Census, including Dominguez (u), 1980 Census final dwelling unit count.

The data indicate that approximately 10 percent of the total stock is in need of some form of rehabilitation with a relatively even split between owner and renter units.

Mobilehome preservation is a special situation with a number of unique components. For example, earlier developed mobilehome parks were often considered interim uses by both the approving public agency and the private developer and, therefore, adequate design standards were often not applied. Also, earlier mobilehomes were not constructed to have a life span equivalent to a single-family house and, therefore, deteriorated at an accelerated rate.

Rehabilitation of owner-occupied units represents a somewhat straightforward situation in that the owner has significant pride of ownership and an equity to protect (often large in times of escalating prices). Also there are existing federal, local and private programs specifically designed for a single-family, owner-occupied housing. Potential impediments in this area are the adequacy of the City's program procedures, the annual number of units rehabilitated, the impact of the pace of rehabilitation on the immediate neighborhood, and the availability of staff and dollar resources to carry out the program.

Maintenance of the existing sound stock, both single-family and multiple units, presents a particularly difficult issue to address in that it is not a visible problem. The earlier table indicates that approximately 90 percent of the existing housing is in this category. Past experience nationwide has shown that if appropriate preventive measures are not taken in a timely manner, sound housing can deteriorate at a rapid rate. Also, deterioration, abandonment and vandalism of occupied or vacant units will have a serious negative impact on the surrounding neighborhood.

III. POLICY: To ensure that housing suitable for rehabilitation is brought up to a safe condition and that existing and future sound housing is maintained in a standard condition.

III. OBJECTIVES AND PROGRAMS

Specific objectives and programs to meet the previously discussed problems relating to preservation of the existing housing stock are:

Objective 1

Ensure existing building codes do not impose unreasonable requirements on rehabilitation.

A) Rehabilitation Code Review

- Specific Objective: To determine reasonableness of the existing building codes themselves and their application as they relate to rehabilitation.
- Specific Actions: Evaluate application of existing codes as utilized in the City's housing rehabilitation effort to date; identify excessive or burdensome requirements and modify as deemed necessary.
- Financing: Existing staff.
- Responsibility: Community Development Department/ Building and Safety Division.
- Timing: Ongoing.

Objective 2

Administer existing single-family housing rehabilitation programs so that the pace of rehabilitation will provide significant impact.

A) Rehabilitation Financing Program

- Specific Objective: Ensure efficient utilization of funds to support existing rehabilitation program.
- Specific Actions: Analyze rehabilitation program to date with respect to fund utilization and distribution; identify segments of rehabilitation workload not being served; devise program to cover gaps; determine level of financial resources required over time; ensure maximum utilization of all sources of financing. Existing level of effort: 30 units per year major rehabilitation and 45 units minor rehabilitation.
- Financing: Existing staff; \$425,000 per year program fund (Community Development Block Grant).
- Responsibility: Community Development Department.
- Timing: Ongoing.

B) Private Rehabilitation Assistance Program

- Specific Objective: Stimulate additional private nonsubsidized investments in housing remodeling and rehabilitation.
- Specific Actions: Develop marketing and promotional program to generate pride of ownership with resultant reinvestment in neighborhoods; provide consultational services for persons interested in remodeling and additions; establish reference library and handouts for home repairs and maintenance; conduct periodic workshops on home repairs and maintenance.
- Financing: Existing staff.
- Responsibility: Community Development Department.
- Timing: Ongoing.

Objective 3

Ensure that the existing housing stock is maintained in a sound condition.

A) Building and Property Rehabilitation Ordinance

- Specific Objective: Promote enforcement of exterior building and landscaping maintenance, abandoned buildings and minimum housing standards to reduce the blighting influence of under-maintained properties.
- Specific Actions: Continue existing program (operates primarily on complaint basis); monitor for effectiveness.
- Financing: Existing building inspector (1).
- Responsibility: Building and Safety Division.
- Timing: Ongoing.

B) Private Maintenance Assistance Program

- Specific Objective: Stimulate timely maintenance and repair of existing housing to prevent possible serious deterioration in the future.
- Specific Actions: In conjunction with Program III-4C, provide promotional and informational programs on maintenance activities such as roofing, painting, weatherproofing and landscaping maintenance.
- Financing: Existing staff.
- Responsibility: Community Development Department.
- Timing: Ongoing.

IV. NEIGHBORHOOD QUALITY

Neighborhood Quality Needs

Most of the effort relating to the provision of housing is directed towards the actual unit itself. However, an equally important consideration is the surrounding environment. This environment is composed of several components, not all of which are visible, and often they are seemingly unrelated. However, these elements all contribute to the overall quality of life within a city.

The specific elements include adequate public infrastructure, adequate public facilities, compatible land uses, visual quality, safety and security.

Public infrastructure includes streets, sidewalks, sanitary sewers, storm drains and public utilities, such as water, power and gas. Although Carson is nearing the condition of being totally developed residentially, there are a number of areas in the City which either lack certain improvements, or the improvements that do exist are either substandard or inadequate. Significant progress has been made in identifying and providing needed improvements in Community Development and Redevelopment "target areas." However, there currently is no adopted comprehensive statement of City-wide requirements, either for updating of existing improvements or installation of new improvements.

Public facilities include schools, parks and recreational facilities. Through the City's General Plan efforts, as well as an aggressive park development program, Carson has a substantial resource of park land and recreational opportunities. Any improvement would perhaps be directed towards analysis of individual neighborhood requirements with respect to nationally accepted standards and development of programs to meet any identified deficiencies. Attention should also be directed towards identifying potential opportunities created by surplus school lands.

The visual quality of individual neighborhoods and a city as a whole provides perhaps the most important indicator of the quality of a city. Factors influencing this include not only the appearance of the individual buildings themselves, but also the surrounding private landscaping, outdoor storage, accumulation of personal property (such as abandoned cars, broken appliances and worn out furniture), street landscaping including raised medians, and presence of billboards or graffiti. Carson has

recognized the importance of many of these factors and has implemented specific programs to improve the visual quality and living environment. Future activity should be directed towards continuing these programs.

The safety and security of a neighborhood is a factor which can significantly affect neighborhood quality. If it is perceived, whether true or not, that a neighborhood is unsafe, new residents will be reluctant to move in, banks may hesitate in making mortgage money available, lack of a resale market will depress housing values and pride in the neighborhood will suffer. When a neighborhood is truly unsafe, all of the above will happen and in addition, current residents will relocate, often by selling at a loss or abandoning their property. Therefore, there must be continued vigilance in monitoring the status of neighborhood safety and security, and the City must be able to respond in a quick and positive manner. Again, the City has recognized these problems and instituted programs to provide corrective actions. These programs should be continued and, where necessary, expanded.

IV. POLICY: To maintain and enhance neighborhood quality.

IV. OBJECTIVES AND PROGRAMS

The following objectives and programs are designed to maintain and improve the living environment in the City:

Objective 1

Develop a comprehensive strategy and programs to improve or install necessary public improvements that meet minimum acceptable standards.

A) Capital Improvement Program Development

- Specific Objective: Institute and implement a comprehensive, priority-oriented and annually renewable Capital Improvement Program.
- Specific Actions: Identify all capital needs to include, but not be limited to, streets, side-walks, medians, and community facilities; determine funding requirements and preliminary time frame for installation; identify potential funding sources; develop strategy for an integrated program based on priorities, leverage capabilities, linkages with other projects, and resource limitations; implement program with annual update.
- Financing: Existing staff, General Fund.
- Responsibility: Public Works Department, Parks and Recreation Department, Community Development Department, Finance and Administration Department.
- Timing: Ongoing annual budget activity.

Objective 2

Provide environmental and aesthetic quality in residential areas of the City.

A) Codes and Standards Enforcement

- Specific Objective: To utilize public powers as appropriate to ensure a visually aesthetic living environment.
- Specific Actions: Review existing codes to determine whether there are adequate controls and fill gaps where necessary; develop enforcement procedures and priorities; implement on phased basis.
- Financing: Existing staff.
- Responsibility: Community Development Department, Community Safety Division.
- Timing: Ongoing.

B) "Operation Pride" Program

- Specific Objective: To promote "neighborhood pride" programs on a systematic basis to stimulate voluntary ground maintenance, landscaping, and clean-up activity.
- Specific Actions: Develop program guidelines to establish priorities, marketing techniques, level and type of city assistance, etc.; implement.
- Financing: \$15,000 direct expenses, General Fund or Housing and Community Development Block Grant.
- Responsibility: Community Development Department, Public Information Officer, Public Works Department, Parks and Recreation Department.
- Timing: Develop program by spring, 1982; implement July, 1982, if financing available.

C) Neighborhood Beautification Program

- Specific Objective: Use City's programs and projects to improve visual and aesthetic quality of neighborhoods.
- Specific Actions: Provision of median strips, landscaping and other beautification projects in residential areas where needed.
- Financing: As programmed; various sources.
- Responsibility: Public Works Department.
- Timing: Ongoing.

Objective 3

Assure residential safety and security.

A) Safety and Security Programs

- Specific Objective: Continue and expand, as appropriate, neighborhood-oriented safety and security programs.
- Specific Actions: Annual review of effectiveness of existing programs; identify new need areas and develop programs as appropriate; maintain dialogue with Sheriff's office, neighborhood groups and Fire Department.
- Financing: \$70,000 HCD Block Grant budgeted.
- Responsibility: Community Safety Division.
- Timing: Ongoing.

V. HOUSING OPPORTUNITY

Housing Opportunity Needs

Even if all other housing goals and objectives are met, there would still be a segment of the population that would be denied access to suitable housing due to discrimination. Discrimination takes many forms, but the most common are: discrimination against ethnic or racial backgrounds, against families with children, against single heads of households, against low-income persons or families, and against handicapped (either physically or developmentally) persons.

Discrimination for any reason creates a major impediment in implementing other programs of the City's Housing Element and, therefore, requires that a separate component of the Housing Element directly address this issue. Carson has recognized this issue and has contracted with the Long Beach Fair Housing Foundation to provide a local contact for housing discrimination complaints.

The regional agency concerned with illegal discrimination is the Fair Housing Congress of Southern California, a non-profit private agency which serves as the umbrella agency for all fair housing groups in Los Angeles County.

An additional area of concern is the availability of mortgage funds in all areas and neighborhoods in the City. The impact on a neighborhood when mortgage funds are not available or are withdrawn is extremely detrimental in that the normal buying and selling of homes is severely curtailed. A deficiency of mortgage funds most often occurs in low-income areas or areas with a large concentration of minority households. In addition, these neighborhoods often must pay higher insurance rates.

V. POLICY: To ensure equal access and opportunity for housing for all citizens of the City of Carson.

V. OBJECTIVES AND PROGRAMS:

Objective 1

Continue the affirmative action housing program for residents of the City in conjunction with the Fair Housing Foundation.

A) Affirmative Action Housing Program

- Specific Objective: To make these programs more workable and responsive to the citizens.
- Specific Actions: Develop informational program; conduct performance evaluation of the program and the providing entity.
- Financing: \$20,000 per year. HCD Block Grant already budgeted.
- Responsibility: Community Development Department.
- Timing: Ongoing.

Objective 2

Continue monitoring availability of mortgage financing and insurance institutions.

A) Mortgage Availability Monitoring Program

- Specific Objective: Establish a mechanism to review and analyze publicly available data to determine the availability of home mortgage funds in all areas of Carson.
- Specific Actions: Conduct annual survey and analyze results; as appropriate, develop corrective actions or programs where deficiencies may be uncovered; establish dialogue with lending institutions to secure their involvement in and understanding of the City's housing and community development goals and programs; follow-up 1979 study.
- Financing: Consultant, HCD Block Grant \$10,000.
- Responsibility: Community Development Department.
- Timing: To be included in fiscal year 1982-83 HCD Block Grant budget.

B) Insurance Rates Monitoring Program

- Specific Objective: Determine whether residents of Carson are paying equitable rates for comprehensive owner or renter household and auto insurance.
- Specific Actions: Survey insurance rates in Carson and surrounding communities; analyze data; as appropriate, discuss findings with insurance company representatives; develop joint program to enhance Carson's insurance rating.
- Financing: Existing staff.
- Responsibility: Finance Department.
- Timing: Complete by fall, 1982.

HOUSING PROGRAM STRATEGY

In seeking to develop a responsive housing program, specific programs that respond directly to housing needs and issues must be developed. However, in addition, a broader view must be taken to ensure that the program mix is both comprehensive and balanced. To determine this, the broad range of actions a city can take has been identified, and the recommended specific programs have been grouped according to the type of action recommended. The following strategy illustrates the commitment to housing by the City of Carson.

DIRECT ACTION

There are those issues and needs which cannot be remedied by corrective action alone. These needs can only be addressed by direct public intervention and involvement in the areas where the private market cannot operate. However, these programs would continually be monitored to insure that such direct involvement is justified:

- IV. 2C Neighborhood Beautification Program
- IV. 3A Safety/Security Program

MARKETING

Often the impediment of housing programs being effective is a general lack of information and knowledge. This general area of activity is intended to overcome this deficiency and actively involve the City in marketing opportunities to the private sector:

- I. 1B Multi-family Marketing Program (Rental)
- II. 4A House Relocation Program
- II. 4B Factory-built Housing Program
- III. 2B Private Rehabilitation Assistance
- III. 3B Private Maintenance Assistance
- IV. 2B "Operation Pride" Program

INCENTIVE PROGRAMS

There are often impediments to the provision of housing that can only be overcome by correcting or changing certain private market constraints. This general area deals with those actions that provide economic stimulus or incentives, without which private development would not occur. These programs include no-cost, shallow subsidy and deep subsidy options:

- I. 3A Handicapped Housing Program
- II. 1A Home Ownership Development Incentive
- II. 4C Development Agreements/Incentives (AB 1511)

REGULATORY POWERS

The City is empowered to adopt and enforce certain regulatory or "police" powers to ensure the health, safety and welfare of its citizens. Included in these powers is the ability for the City to establish standards and plans for the provision of adequate sites for housing for all segments of the community. This is accomplished through the designation of certain lands for housing in the Land Use Element and Zoning Map in conjunction with the Zoning Ordinance. While these powers are limited, properly and sensitively applied, they can result in increased housing production without impairing private market operations. Programs that utilize regulatory powers are:

- I. 2B Existing Condominium Ordinance
- I. 4A SB 1960 Implementation (Mobilehome Siting)
- II. 5A Relocation Impact Analysis
- II. 5B Nonconforming Mobilehome Parks Policy
- III. 3A Building and Property Rehabilitation Ordinance
- IV. 2A Codes and Standards Enforcement Program

ADMINISTRATION

Some constraints imposed on housing production can often be remedied by investigation and correction of administrative practices. Also, certain activities which may result in establishment of new or different policies are a result of administrative decisions. Finally, on-going programs that have already been established by policy need only administrative direction. Programs that require only administrative direction and guidance include:

- | | | |
|------|----|----------------------------------|
| II. | 3A | City Code/Procedure Review |
| III. | 1A | Rehabilitation Code Review |
| III. | 2A | Rehabilitation Financing Program |
| IV. | 1A | Capital Improvement Program |
| V. | 1A | Affirmative Action Housing |
| V. | 2A | Mortgage Monitoring Program |
| V. | 2B | Insurance Monitoring Program |

STUDY/RESEARCH

This action area is to deal primarily with issues and needs that need further definition prior to developing specific programs. These study efforts are not an end in themselves. The results and conclusions must be translated into actions which respond directly to the needs uncovered. Programs which are in this category are:

- | | | |
|-----|----|--------------------------------------|
| I. | 1A | Development Potential Inventory |
| II. | 2A | Mortgage Finance Program |
| II. | 6A | Fair Share Housing Allocation Review |

PROGRAM TITLE		80-81	81-82	82-83	83-84
I.1A	Development Potential Inventory	—	—	—	—
B	Multi-family Marketing Program		—	—	—
2A	Existing Condominium Ordinance	—	—	—	—
3A	Handicapped Housing Program			—	—
4A	SB 1960 Implementation	—			
II.1A	Home Ownership Development Incentive			—	—
2A	Mortgage Finance Program	—	—	—	—
3A	City Code/Procedure Review	—	—	—	—
4A	House Relocation Program			—	—
B	Factory-built Housing Program			—	—
C	Development Agreements (AB1151)		—		
5A	Relocation Impact Program		—		
B	Nonconforming Mobilehomes Policy		—		
6A	Fair Share Housing Allocation Review		—		
III.1A	Rehabilitation Code Review	—	—	—	—
2A	Rehabilitation Financing Program	—	—	—	—
B	Private Rehabilitation Assistance Program		—	—	—
3A	Building and Property Rehabilitation Ordinance	—	—	—	—
B	Private Maintenance Assistance Program		—	—	—

PROGRAM TITLE		80-81	81-82	82-83	83-84
IV.1A	Capital Improvement Program	<hr/>			
2A	Codes and Standards Enforcement	<hr/>			
B	"Operation Pride" Program			<hr/>	
C	Neighborhood Beautification	<hr/>			
3A	Safety/Security Programs	<hr/>			
V.1A	Affirmative Action Housing	<hr/>			
2A	Mortgage Monitoring Program				<hr/>
B	Insurance Monitoring Program			<hr/>	

A P P E N D I X

" A "

POPULATION AND HOUSING PROFILE

Population Characteristics

Census Carson's 1980 population was determined to be 81,221.

Past Growth Population has increased 3.26 percent from 1975 (78,657) and 5.3 percent from 1970 (77,130 including Dominguez).

TABLE 1. Population Growth, 1960 to 1980

Date	Population	Population Added	Percent Change	Notes
4-01-60	38,059	-	-	Per 1970 Census
4-01-70	71,150	+ 33,091	+ 86.9	Excluding Dominguez
4-01-70	77,130	+ 5,980	-	Dominguez annexation
10-25-75	78,657	+ 1,527	+ 1.98	State Department of Finance
4-01-80	81,221	+ 2,564	+ 3.26	1980 Census Final Count

Age Carson's population is still relatively young, but is growing older. The 1970 median age was 22.5, increasing to 25 years in 1975.

Youth Over 39 percent of the population was under 18 years in 1975. This is down from 44 percent in 1970.

Elderly About 4 percent (3,068 persons) were over 65. This is up from 3 percent (2,498) in 1970.

TABLE 2. Population Age Structure, 1970 and 1975

Year	Median Age	Under 18		Over 65	
		#	%	#	%
*1970	22.5 ⁺	34,168	44.3	2,498	3.2
1975	25	30,901	39.3	3,068	3.9
*Including Dominguez (unincorporated) SOURCE: 1970 Census, 1975 DOF Census					

POPULATION AND EMPLOYMENT TRENDS

Population Projections, 1985

1985 1985 population is projected at 82,500. This assumes a 1.54 percent increase from 1980 to 1985.

TABLE 3. 1985 Population Projections

Date	Total Population	Population Added	% Change	Notes
1985	80,291	-930	-1.15	Low Growth, State E-0 (1)
1985	82,470	1,249	+1.54	Moderate Growth, SCAG-78 (2)
1985	86,463	5,242	+6.45	High Growth, State E-150 (1)
1985	83,266	2,045	+2.52	Average Growth 1970-1980

(1) Straight line estimate from 1976 to 1990 projection, Alt. PHEL Forecasts, SCAG.

(2) SCAG-78 has not yet been allocated by City. The allocation above assumes a 1.54 percent growth rate for the period 1980-85, per RSA 19, applied to the 1980 Census population.

Employment Characteristics

Census The number of jobs in Carson was determined to be 36,610 in 1976.

Industry Sixty-five percent of jobs were in manufacturing, wholesaling and transportation.

Carson Residents Less than 10 percent of employees in manufacturing, wholesaling and transportation are Carson residents.

Forty percent of employees in these industries live outside the South Bay/Long Beach/Compton area.

Growth Industrial park growth has been declining, from 200 acres per year to about 75 acres per year since 1970.

Office space has been absorbed at about one to two acres per year; and 20,000 square feet of office space per acre.

1985 Employment in Carson is projected to increase by about 5,000 jobs between 1976 and 1985, or 13 percent. Growth will continue in industrial parks and commercial/office centers, although at a slower rate.

Household Characteristics

Census In 1975 there were 21,757 households in Carson, up 9.7 percent from 1970.

Household Size The average household size decreased from 3.86 persons in 1970 to 3.60 persons in 1975.

Group Quarters There were about 400 persons in group quarters (nursing homes and retirement homes) in 1975.

TABLE 4. Total Households, Vacancies, Average Household Size,
1970 - 1980

Date	Total Housing Units	Occupied Units	% Vacant	Population in Housing Units	Average Household Size
4-01-70*	20,378*	19,832*	2.68*	76,516*	3.86*
10-25-75	22,552	21,757	3.53	78,261	3.60
4-01-80	23,259	NA	NA	NA	NA

*Includes Dominguez (unincorporated) with 1,948 Units, 39 Vacant, and 5,906 persons in housing units.

Vacancy
Rates

In 1975, the vacancy rate was surveyed at 3.5 percent of all housing units. For single-family units, the vacancy rate was 2.7 percent; for multiple-family units, it was 7.9 percent; and for mobilehomes, 4.7 percent. Today, the overall vacancy rate is estimated at 2 to 3 percent, including newly constructed housing.

TABLE 5. Vacancy Rates by Tenure and Type

VACANCY RATES, BY TENURE, 1970 (Incorporated City Only)

<u>TENURE</u>	<u>RATE(%)</u>	
Owner	1.3	Overall: 2.7
Renter	3.9	
VACANCY RATES, BY TYPE, 1975		
<u>TYPE</u>	<u>RATE(%)</u>	
Single-family	2.65	Overall: 3.53
Multiple-family, 2-4 units	4.75	
Multiple-family, 5 or more units	9.52	
Mobilehome	4.69	

TABLE 6. Projected Households, 1985

- Assume population of 82,500
- Assume group quarters population of 300
- Assume household size declines at the rate projected by SCAG -78, from 1976 to 1985, for RSA 19
- Assume Vacancy rate of 3 percent

Year	<u>Household Size</u>	
	RSA 19	Carson
1970	3.25	3.86
1976	3.02	3.60 (10/75)
Projected (decrease)	-.06	-.06
1980	2.96	3.54
Projected (decrease)	-.04	-.04
1985	2.88	3.50
Total population minus population in group quarters = population in households		
Population in households divided by average household size = Number of households		

Projected Households, 1985

$82,500 - 300 = 82,200$ Population in households, 1985.

$82,200 \div 3.5 = 23,486$ Number of households, 1985.

$23,486 \times 1.03 = 24,190$ Housing units needed.

Household Size

Large Families Large families (5 or more persons) accounted for 34 to 35 percent of owner and renter households.

Over-crowding In 1970, 3,021 households (15.7 percent) lived in overcrowded conditions (more than 1.01 persons per room). The distribution of overcrowded units is shown in Figure 1.

TABLE 7. Family Size by Number of Bedrooms, 1970
(Number of Households)

Family Size	Number of Bedrooms			Total Households	
	0 - 1	2	3+		
1-2 persons	714	1,299	1,244	3,257(25%)	Owner Households
3-4 persons	124	1,018	4,050	5,192(40%)	
5+ persons	19	397	4,229	4,645(35%)	
Total Owner Households	857(7%)	2,714(21%)	9,533(73%)	13,094	
1-2 persons	980	559	146	1,595(36%)	Renter Households
3-4 persons	124	722	489	1,335(30%)	
5+ persons	43	472	991	1,506(34%)	
Total Renter Households	1,057(24%)	1,753(40%)	1,626(37%)	4,436	

Source: 1970, Metropolitan Housing Characteristics
(Incorporated City Only).

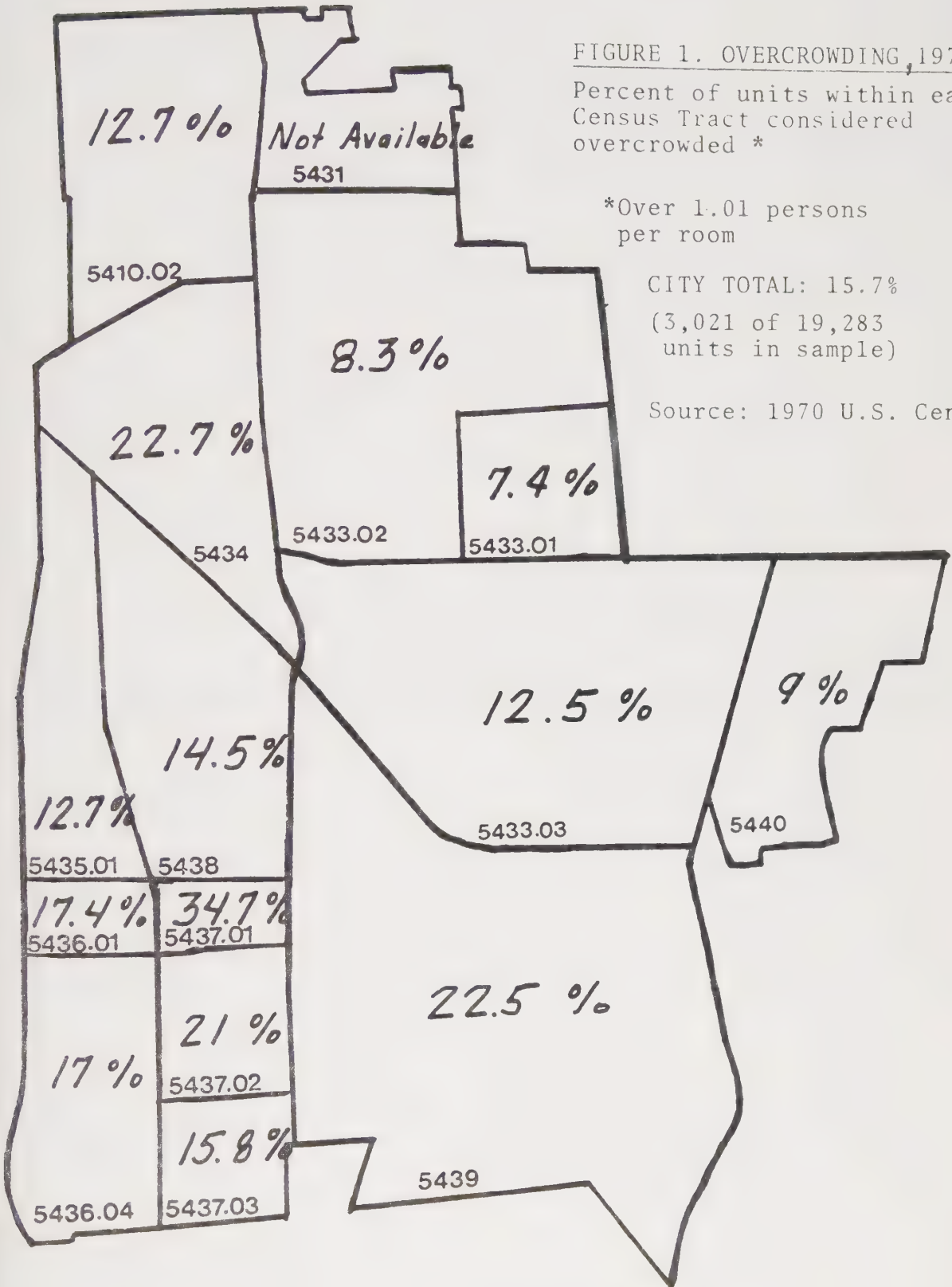
FIGURE 1. OVERCROWDING, 1970

Percent of units within each Census Tract considered overcrowded *

*Over 1.01 persons per room

CITY TOTAL: 15.7%
(3,021 of 19,283 units in sample)

Source: 1970 U.S. Census



CITY OF CARSON

Household Composition and Tenure

Tenure In 1970, 75 percent of households were owners, while 25 percent were renters. However, if all mobilehome park occupants are considered renters, then owner-occupancy was 67 percent.

The proportion of single-family dwellings which are owner-occupied appears to have decreased, from 80 percent in 1970 to about 75 percent in 1979 (Los Angeles County Assessor's Office).

Household Type Husband-wife families composed 80.5 percent of all households in 1970. Female-headed households accounted for 8 percent, as did single-person households.

Female heads

TABLE 8. Household Composition and Tenure, 1970

(Incorporated City Only)

	TOTAL	%	OWNER	%	RENTER	%
Households	17,954	(100%)	13,471	(75%)	4,483	(25%)
Husband-Wife	14,456	81	11,443	85	3,013	67
Head 65	470		402		68	
Other Male	651	4	412	3	239	5
Head 65	12		5		7	
Female Head	1,435	8	788	6	647	14
65	80		71		9	
Single Person	1,412	8	828	6	584	13
65	NA		est 24%		NA	
Total Households	17,954	100	13,471	100	4,483	100

Source: 1970 Census, Metropolitan Housing Characteristics

Housing Characteristics

1970 Stock In 1970, there were 20,378 dwelling units: 82 percent single-family, 10 percent multiple-family, and 8 percent mobilehome or trailer.

1975 Stock By 1975, units had increased 10.7 percent to 22,549. Of the 2,171 units added, only 27 percent were single-family, but 37 percent were multiple-family and 36 percent were mobilehomes or trailers.

TABLE 9. Housing Unit Type, 1970 to 1981

Year	SINGLE		MULTIPLE		MOBILE		Total	
	# Units	%	# Units	%	# Units	%		
Total 1970	16,761	82	2,072	10	1,545	2	20,378	1970
Net Added 1970 to 1975	592	27	798	37	781	36	2,171	
Total 1975	17,353	77	2,870	13	2,326	10	22,549	1975
Permits issued, estimated June, 1981	341	30	336	29	462	41	1,139	
1975 Total + Permits to June, 1981	17,694	75	3,206	14	2,788	12	23,688	1981

Source: 1970 Census
1975 Department of Finance Census
Building and Safety Division Permit
Records to June 1, 1981.

Permits
issued to
June, 1981

An additional 1,139 units have been issued construction permits since 1975 (net after demolitions). The trend toward mobilehome and multiple-dwelling units has continued - 41 percent of units added were mobilehomes. The estimated distribution by type is now 75 percent single-family, 14 percent multiple-family and 12 percent mobilehomes.

Condomin-
iums

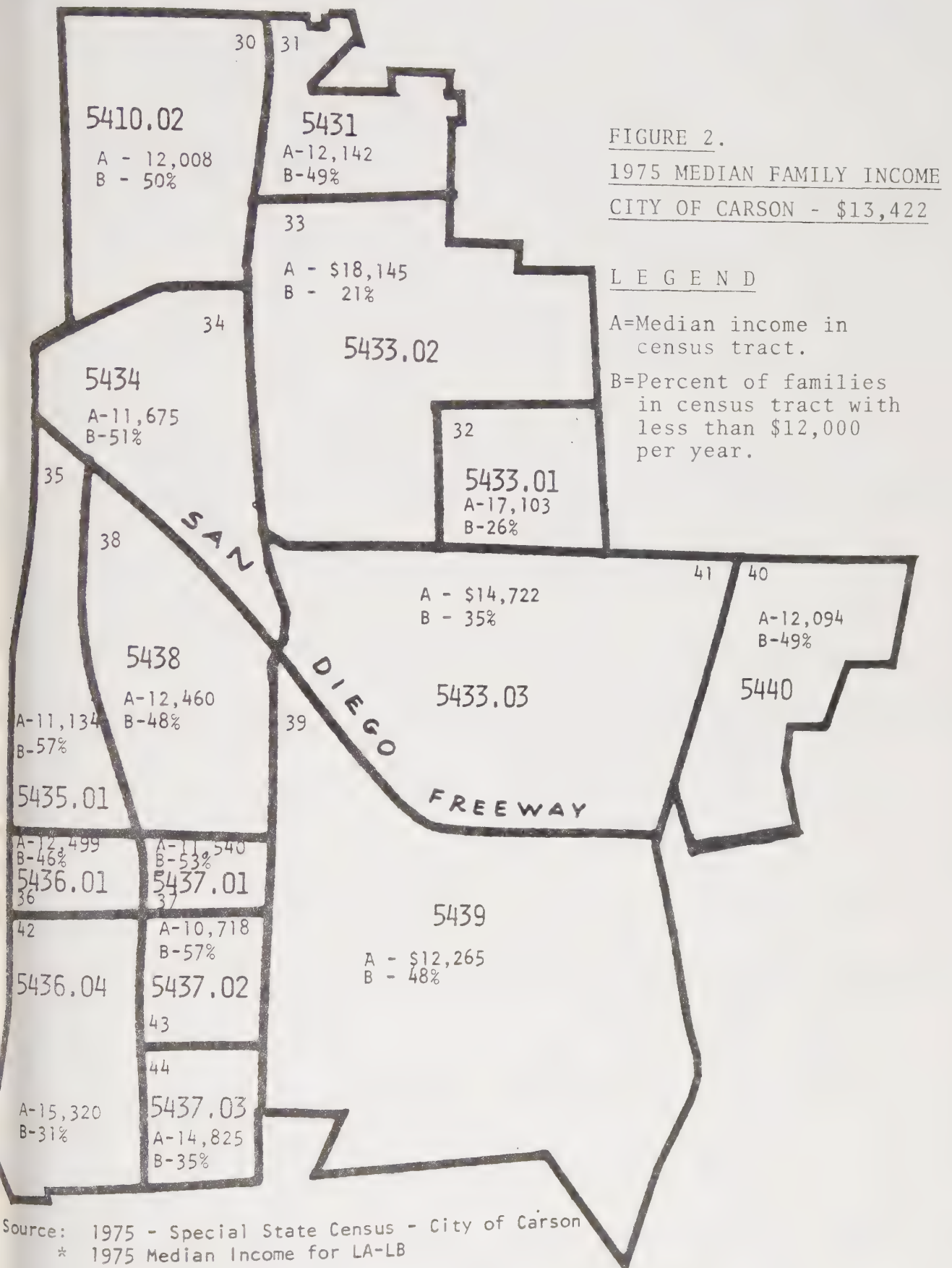
With the exception of 100 subsidized apartments for the elderly, almost all multi-family units since 1976 have been condominiums. An estimated 900 condominium units are final or under construction, including 600 in the Scottsdale tract (built 1963). Another 585 units have tentative map approval but have not been issued building permits. Also, 400 units in Avalon Village (constructed in the 1940's) are being re-constructed. This project was granted a subdivision in 1963 but had been occupied as rentals.

Household Income Characteristics

1969 Income by Tenure	The median household income in 1969 was \$12,300 for owners and \$8,200 for renters. The City-wide median was \$11,938. This compared to a 1969 County-wide median of \$12,500 for owners, \$6,700 for renters, and \$10,968 overall.
1969 Income by Race	Black households had a median household income of \$13,471 in 1969 versus a median of \$11,623 for white families.
Income 1975	By 1975, the City-wide median income was surveyed at \$13,422 for the 62 percent of households responding. The Los Angeles County median was estimated at \$15,000. Median income by census tract is shown in Figure 2.
Income 1980	Median family income for Los Angeles County is currently estimated at \$20,350 for a family of four. (City-wide median is not available).

TABLE 10. Recent Housing Prices

Sale Price	Recent asking prices for homes for sale in Carson range from:					
	Mobilehomes - double-wide		\$ 30,000 to \$ 60,000			
	- single-wide		\$ 15,000 to \$ 25,000			
			<u>plus space rent</u>			
	Condominiums - existing		\$ 55,000 to \$ 75,000			
	Condominiums - new		\$ 92,000 to \$108,000			
	Single-family - existing		\$ 70,000 to \$130,000			
	Single-family - new to 2 years old		\$110,000 to \$170,000			
Rent	HUD fair market rents for the Los Angeles area as of April, 1981 are:					
Number of Bedrooms	0 Bedroom	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Rent and Utility Allowance	\$269	\$327	\$386	\$482	\$574	\$660



Source: 1975 - Special State Census - City of Carson
 * 1975 Median Income for LA-LB
 SMSA was \$15,000.
 Low/Med. Income (Per HUD & SCAG)=80% of \$15,000=\$12,000.

Ethnic Composition

Ethnicity Carson's ethnic composition is changing:

White: from 59 percent in 1970, to 32 percent in 1980.
 Black: from 11 percent in 1970, to 29 percent in 1980.
 Hispanic: from 21 percent in 1970, to 23 percent in 1980.
 Asian: from 9 percent in 1970, to 15 percent in 1980.

TABLE 11. Population Ethnic Composition, 1970 to 1980

<u>Source</u>	<u>Non-Spanish White</u>	<u>Black</u>	<u>Spanish Language/Surnames</u>	<u>Asian and Other</u>	<u>American Indian</u>
U.S. Census					
1970 Population	45,051	8,764	16,020	6,883	412
Percent	58.5	11.4	20.7	8.9	0.5
	<u>White</u>	<u>Black</u>	<u>Mexican- American Latin/Chicano</u>	<u>Asian and Other</u>	<u>American Indian</u>
D.O.F. Census					
1975 Head of House- hold	9,861	4,784	2,822	1,987	252
Percent	50.0	24.3	14.3	10.1	1.3
	<u>Non-Hispanic White and Other</u>	<u>Black</u>	<u>Hispanic</u>	<u>Asian and Pacific Island</u>	<u>American Indian</u>
U.S. Census					
1980 Population	25,392	23,814	18,926	12,458	631
Percent	31.6	29.3	23.5	15.3	0.8

GOVERNMENTAL CONSTRAINTS

As indicated below, local building and zoning codes can affect the price of new housing, for example, by restricting residential densities or requiring certain amenities. However, the effects of government regulations on up-front costs must also be weighed against the long-term savings from a minimum level of housing and neighborhood quality.

The City of Carson imposes the following controls on residential development:

1. PERMITTED HOUSING TYPES

- a) Conventional Single-family: Automatically permitted in the RS (Residential, Single-family) and RM (Residential-Multiple Dwelling) zones.
- b) Factory-built Housing (excluding mobilehomes): For zoning purposes, treated as conventional construction.
- c) Mobilehomes (individual lots): As of July 1, 1981, permitted on individual lots in RS and RM zones if certified to 1974 HUD standards, installed on a permanent foundation, and exterior materials are consistent with surrounding dwellings per administrative review.
- d) Mobilehome Parks: Mobilehomes are also permitted in mobilehome parks in the RM and CG (Commercial, General) zones, provided a conditional use permit is obtained for construction of the park.
- e) Relocated Dwellings: Permitted in RS and RM zones provided relocation permit is obtained and building is in good repair and compatible with surrounding dwellings, per Planning Commission review.
- f) Multiple-family Dwellings - Rentals: Automatically permitted in RM zone.
- g) Multiple-family Dwellings - Condominiums and Stock Cooperatives: Permitted in RM zone provided a conditional use permit is obtained.
- h) Mixed Use Developments: With the exception of mobilehome parks permitted in the CG zone, residential uses are excluded from commercial and industrial zones.

2. DENSITY

The maximum permitted density for single-family zones is about eight units per net acre (5,000 square feet minimum lot size.) The maximum multi-family density is 25 units per net acre.

Density bonus: Under Government Code Section 65915, the City must provide a 25 percent density bonus or two other incentives, if a developer commits 25 percent of new units for low- or moderate-income households.

3. UNIT SIZE

Carson has no minimum unit size requirements in its Zoning Ordinance. Efficiency units have a Building Code minimum of 220 square feet of living area.

4. DEVELOPMENT STANDARDS

The Zoning Ordinance contains development standards for new construction, principally as follows:

- a) Single-family (Conventional, Factory-built, Mobilehome and Relocated): Parking (two-car garage), setbacks, and height (two-stories/30 feet maximum).
- b) Multi-family - Rental: Parking (two spaces covered per unit), setbacks, maximum ground coverage (40 percent of lot), storage space (60 cubic feet per unit) and usable open space (130 to 150 square feet per unit.)
- c) Multi-family - Condominium: Parking (two-car garage), guest parking ($\frac{1}{2}$ space per unit), setbacks, ground coverage, storage space (200 cubic feet), private open space (150 cubic feet), and utility and noise attenuation requirements.
- d) Mobilehome Parks: Parking (two spaces per unit), guest parking ($\frac{1}{4}$ per unit), setbacks, ground coverage (75 percent), minimum park area (200,000 square feet), minimum space size (1200 square feet and at least 2,200 square foot average), spacing (10 feet), perimeter wall (minimum 6 feet in height).

5. DESIGN OVERLAY ZONES

Certain RM-zoned locations also require site plan and design review by the Planning Commission. The "D" overlay zone also imposes requirements for 30 percent open space and a landscaping plan. Design reviews are processed simultaneously and at no charge with other discretionary permits. If there are no other permits needed, the Design Review fee is \$100, and processing takes about two to three weeks.

6. CONDITIONAL USE PERMIT (CUP)

A CUP is required for stock cooperatives, condominiums, condominium conversions and mobilehome parks. The processing fee is \$300, and processing time is about five to six weeks. The CUP procedure is a discretionary approval which also requires environmental review and enables the City to impose requirements to enhance the suitability of a project at a particular location.

7. SUBDIVISION APPROVAL

For projects involving subdivision of raw land for tract housing, or for condominiums, processing under the State Subdivision Map Act is required. The processing time of a tentative map is about two months. The fee is \$200. Street and utilities will also be required to be upgraded, by the developer, as necessary to serve the project. The City requires a parkland dedication or in-lieu fee, which varies with project type, density, land value and private amenities provided. A typical fee is about \$200 to \$500 per unit. Environmental review is required for subdivisions of five or more units.

8. ENVIRONMENTAL REVIEW

Projects requiring discretionary approval - CUP, subdivision, zone change or variance - require environmental review under the California Environmental Quality Act. The initial Environmental Assessment Fee is \$50. This also covers processing of a Negative Declaration if the project is found to have no environmental impact. Processing adds about one week to project review.

If a project is judged to have an impact, an Environmental Impact Report (EIR) is required. Carson uses private consultants to prepare EIR's on a contract/bid basis. The

timing and cost vary with project complexity. For residential projects, EIR's have in the past been required only for zone change or general plan amendments. Processing time has typically been four months and direct costs on the order of \$2,000 to \$4,000. There is also a \$250 processing fee for EIR's.

9. BUILDING CODE AND PERMIT PROCESSING

Carson uses the Los Angeles County Building, Electrical, Plumbing and Mechanical Code, as well as the permit and inspection services of the Department of County Engineer/Facilities-Building and Safety Division. Permit and plan check fees are based on valuation. Plan check processing time has historically averaged approximately four weeks.

10. GOVERNMENTAL CAPACITY TO USE HOUSING ASSISTANCE SUBSIDIES

Carson currently has Redevelopment Agency and Housing and Community Development Block Grant personnel which have directly participated in some housing programs, particularly owner-occupied rehabilitation. The City also contracts with the Los Angeles County Housing Authority for administration of Section 8 - Moderate Rehabilitation (rental). Private consultants have also been used for rehabilitation, relocation, planning, financial services and fair housing. The City does not have its own Housing Authority, nor is there Article 34 referendum approval needed for direct City involvement in developing new rental housing for lower-income households.

NON GOVERNMENTAL CONSTRAINTS

The private sector, not government, is the major provider of housing in the United States. Yet in recent years, rising costs and housing prices have limited the ability of private housing producers to address the needs of all economic segments of the community. This section examines those market factors which constrain the development of affordable, suitable housing.

COMPONENT COSTS OF DEVELOPMENT

Housing production requires the basic resources of land, labor, materials and financing. The costs of these components directly influence the production of affordable housing:

Land values in Carson have recently escalated to the point where single-family lots are worth \$25,000 to \$40,000, and multiple-family sites command \$20,000 per unit permitted. Land prices are influenced by the desirability of particular neighborhoods and the fact that few parcels are available for sale at any time.

Construction costs have also risen due to increases in labor, materials, fees, interest charges and code requirements. The Building and Safety Division now values new construction at a rate of \$35 to \$45 per square foot of floor area. Factory-built housing may reduce construction costs through application of mass-production techniques. Other possibilities exist to reduce unit size and amenities.

Financing for construction and mortgage loans has become a major constraint on developing and purchasing affordable housing. Interest rates reflect the general rate of inflation and federal policies regarding money supply and taxation. Where competition for investment dollars is high, as reflected by high interest charges, funds may also be unavailable for all but the most profitable (high-priced) developments. Impacts of the current money market situation include the following:

- Financing for new rental construction, if available at all, requires rents in excess of market rates in order to meet debt service.
- Existing home sales often require sellers to carry part of mortgage funding for several years, at which time the buyer may have to refinance or sell.

- New home sales often require builders to "buy-down" mortgage interest rates. This reduces their capital for additional housing starts.
- Even if home construction and land costs are held to minimum levels, households cannot qualify for market-rate mortgages of 15 to 16 percent and more.

Rising Prices and Speculation

"Speculation" occurs where property - homes, apartments, vacant land - is bought and sold with the anticipation that prices will rise. Speculation is, in part, a result of rising sales prices, but also a contributing factor to the rise:

- Rental developments may be bought at prices which reflect higher anticipated rents. But buying and reselling (at higher prices and interest rates) can also cause rent increases.
- New homeowners are willing to pay a larger proportion of their income for housing, in part because a home is a hedge against inflation and an investment, not merely shelter. Inflated home prices can be justified if future payments will be in cheaper dollars, and a profit is anticipated upon resale.
- Land prices reflect the future income which could result from development. But the sales price of a lot, together with actual construction and financing costs, also sets a base price below which housing cannot be profitably developed.

LAND RESOURCES FOR RESIDENTIAL DEVELOPMENT

The land development characteristics of the City are illustrated in the following table.

TABLE 12. Land Development Characteristics

Land Use	Total Net Acres		Vacant Acres		Vacant Landfill Sites
Industrial	5,220	59%	800	60%	- (Not Calculated)
Commercial	645	7%	220	17%	- (Not Calculated)
Residential	2,980	34%	310	23%	32 (Vacant)
	8,845	100%	1,330	100%	32 Residential
Residential Zone Only	Total Net Acres		Vacant Acres		Vacant Landfill Sites
Low Density	2,485		160		-0-
Medium Density	170		65		-0-
High Density	325		85		32 (Vacant)
	2,980	34%	310	23%	32 (Vacant)

SOURCE: City of Carson Community Development Department -
June, 1981 Proposed General Plan Land Use Element

The maximum potential number of housing units given current zoning and existing city limits is:

TABLE 13. Build-out Potential

	Potential Added Units		Total	
	On 1-4 Unit Sites	On 5+ Unit Sites	Build-out # of Units	Potential Percent
Single-family	100	275	18,070	72%
Multi-family	25	1,170	4,400	17%
Mobilehomes	-assume no further losses-		2,800	11%
Total	125	1,445	25,270	100%

SOURCE: City of Carson Community Development Department -
June, 1981

Following proposed Land Use Element and Zoning Map revisions, potential single-family and medium density units will increase by 1,475.

These data indicate that Carson is 90 percent built-out as far as new residential development is concerned as there is a potential for 3,045 new housing units. However, if landfill sites were developed according to proposed zoning, an additional 815 units of multi-family could be accommodated. This would provide a potential of 3,860 new residential units that could be developed.

As indicated, there are approximately 32 acres proposed for residential use which previously were sanitary landfill sites. These sites may not be available in the vacant development land category due to potential health and safety hazards, such as methane gas, toxic wastes, and seismic instability. These sites need to be investigated to determine their suitability for development.

The locations of vacant sites are shown in Figure 3, and proposed residential zoning in Figure 4. A portion of the City's vacant residential land was not considered as developable due to pipeline or utility locations, access problems or designation for public park purposes. Other sites are part of the build-out potential, but their immediate use is uncertain. In particular, the largest residential sites are either in active agriculture or oil extraction, underlain by organic refuse landfill, or controlled by descendant companies of the City's original land grant family. Their availability depends on corporate and economic trends not normally part of residential development decisions.

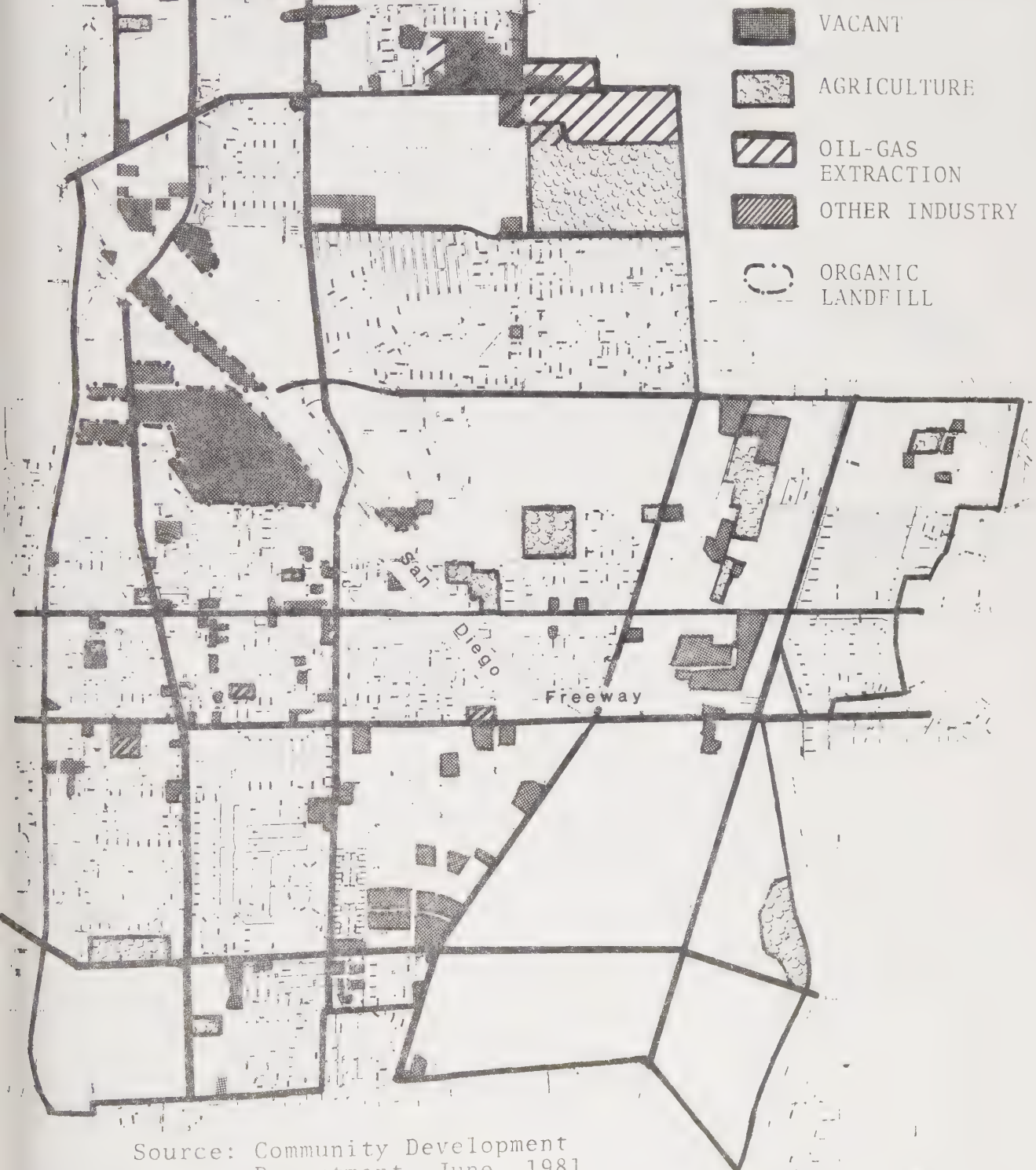
At the other end of the scale, there are numerous small vacant lots that can accommodate between one and four dwellings each. These properties are at a relative disadvantage for development because of fewer opportunities to reduce construction costs through mass production or to absorb site improvement costs. However, these properties also present an opportunity to use alternative construction technologies such as pre-fabricated or modular dwellings, mobile homes and relocated buildings. These methods could possibly reduce production costs and timing to the point where "infill" development is feasible.

In terms of acreage and density, the proposed residential land use designations are adequate to serve projected population growth to 1985 and beyond, and to provide for a variety of housing types. However, current development is of a limited type

and price range. For example, multiple-family zoned sites are being developed almost entirely with high-priced condominiums, whereas rentals are also a potential use. The City's ability to address the housing needs of the community does not appear to depend on major changes in planned land use, but on changes in market and other conditions that affect housing types and price.

FIGURE 3.




VACANT AND UNDERDEVELOPED LAND



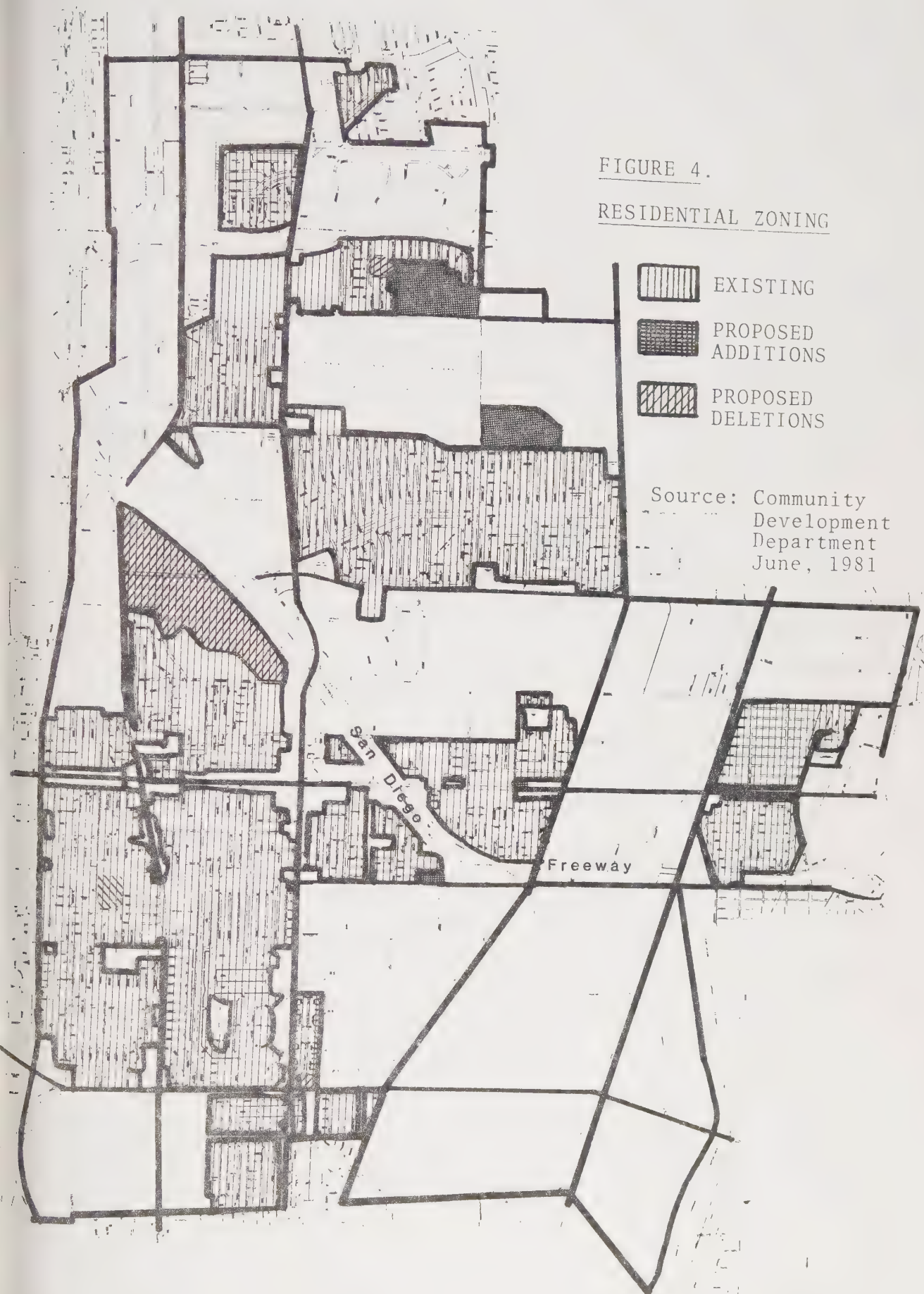
Source: Community Development
Department, June, 1981

FIGURE 4.

RESIDENTIAL ZONING

-  EXISTING
-  PROPOSED ADDITIONS
-  PROPOSED DELETIONS

Source: Community
Development
Department
June, 1981



OPPORTUNITIES FOR ENERGY CONSERVATION IN RESIDENTIAL DEVELOPMENT

State law now requires analysis of the opportunities for energy conservation with respect to residential development, as part of the Housing Element content. The City's staff and Environmental Commission are currently reviewing alternative City actions with respect to solar energy, energy conservation and housing rehabilitation. This research has identified the following opportunities for energy conservation in residential development:

- The City can serve as an information resource on tax credits, loan programs and do-it-yourself energy conservation projects.
- The City can create loan or assistance programs for residential insulation and low-cost improvements such as weather-stripping, caulking, and water-saving faucet controls. Potential resources include outside agency grants, utility companies and volunteer labor.
- The City can attempt or promote a demonstration project for energy conservation or solar utilization.
- The City can reserve options for solar energy use through zoning requirements for setbacks, building height or orientation, and by making provision for flexible site design to maximize solar potential.
- The City can place requirements on new construction, beyond the existing energy efficiency requirements of current codes. For example, solar water heaters or pool heaters could be required for all or a portion of new construction.
- The City could require "passive solar" features, such as structure orientation, exposure, color, window design and landscaping, as part of design review or environmental impact procedures.

Energy conservation alternatives need to be balanced against cost and effectiveness. For example, a solar water heater requires an initial outlay of \$2,000 which needs to be balanced against tax rebates and future savings on utility bills. The Housing Element recommends continuation of the Environmental Commission study prior to adoption of specific energy conservation actions.

APPENDIX

"C"

Planning Commission

FROM: Daniel Cartagena
Community Development Manager

SCAG'S "FAIR SHARE" ALLOCATION

DATE: March 3, 1981

During the Planning Commission workshop of February 24, 1981, questions were raised relating to the Regional Housing Allocation Model "Fair Share" analysis. The Commission asked for clarification of the "1,667" fair share assigned to Carson.

The RHAM (Regional Housing Allocation Model) was adopted by SCAG on April 4, 1977. It is a numerical analysis of the housing needs of each community in the SCAG region. "Need" is defined as the number of households who would have to pay more than 25 percent of their income for available housing. SCAG estimated the housing "need" of existing residents in each city, by comparing the number of households at a given income level with the available housing supply affordable at that level. Carson had an existing "in-place" need of 3,606 households in the low-and moderate-income categories. (It should be noted that this differs from the total number of low-moderate families living in Carson.)

The RHAM also includes a "fair share" adjustment to the above "in-place" need. Carson's adjustment, for low-and moderate-income families, is +1,667 households. This number, also called "Expected to Reside," introduces regional and federal objectives into the "in-place" description of housing need. The fair share adjustment reflects policies to avoid concentrations of low-income housing, increase housing opportunities throughout the region, and reduce the distance between home and workplace. The regional approach also reflects the fact that housing and employment markets cross City boundaries.

According to the RHAM, Carson has a greater concentration of employment and a smaller proportion of lower-income families than the Los Angeles metropolitan area as a whole. This results in a "fair share" allocation which is "positive" (+1667). That is, Carson's "need" is increased by 1,667 households, to reflect regional "fair share" objectives.

It should be noted that the "fair share" and RHAM are descriptions of housing need, not requirements for assistance to low-and moderate-income families. In fact, SCAG has established that a reasonable level of effort is 9 percent of the needs, over a three-year period. Programs for addressing needs are to be discussed in each city's Housing Element and Housing Assistance Plan.

Attached is a comparison of housing needs for Carson and surrounding communities, from the SCAG RHAM and the Regional Housing Element.

ME:jt

City	Existing Need Low-Mod Income Families	Need as Percent of Total Families	Fair Share Need Low-Mod Income Families	Fair Share Percent of Total Families	Total No. of Families
Carson	3,606	16	1,667	7.4	22,532
Compton	5,202	24	0	0	21,609
Gardena	2,014	11	478	2.7	17,542
Hawthorne	3,621	16	751	3.2	23,256
Hermosa Beach	1,363	15	49	0.5	9,331
Lawndale	1,416	17	0	0	8,477
Lomita	1,305	16	52	0.6	7,912
Long Beach	29,119	18	0	0	159,340
Manhattan Beach	1,592	12	1,000	7.3	13,545
Palos Verdes Estates	127	3	630	13.9	4,529
Rancho Palos Verdes	232	2	1,561	13.3	11,701
Redondo Beach	4,122	16	969	3.9	25,102
Rolling Hills	13	2	83	13.1	631
Rolling Hills Estates	18	0.7	373	15.2	2,445
Torrance	5,363	11	2,790	5.6	49,903

Source: SCAG Regional Housing Element; 1976 Household estimates from
SCAG Development Guide

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